

California Department of Corrections and Rehabilitation

Corrections Standards Authority

Construction or Expansion of County Jails

AB 900 Jail Construction Funding



Request for Funding from the County of Orange and the

Orange County Sheriff-Coroner Department

Proudly Serving Orange County California

The Orange County Board of Supervisors contact information and respective districts in the County are listed below.



Board Chairman
John M.W. Moorlach,
Supervisor
Second District
Phone:
(714) 834-3220

Costa Mesa, Cypress, Fountain Valley, Garden Grove (Portions of), Huntington Beach, La Palma, Los Alamitos, Newport Beach, Seal Beach, Stanton



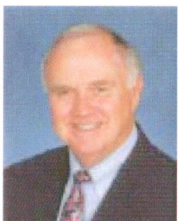
Vice Chair
Pat Bates,
Supervisor
Fifth District
Phone:
(714) 834-3550

Aliso Viejo, Dana Point, Laguna Beach, Laguna Hills, Laguna Niguel, Laguna Woods, Lake Forest, Mission Viejo, Rancho Santa Margarita, San Clemente, San Juan Capistrano



Janet Nguyen
Supervisor
First District
Phone:
(714) 834-3110

Garden Grove (Portions of), Santa Ana, Westminster



Bill Campbell,
Supervisor
Third District
Phone:
(714) 834-3330

Anaheim (Portions of), Brea, Irvine, Orange, Tustin, Villa Park, Yorba Linda



Chris Norby,
Supervisor
Fourth District
Phone:
(714) 834-3440

Anaheim (Portions of), Buena Park, Fullerton, La Habra, Placentia

The Acting Sheriff of the Orange County Sheriff-Coroner Department and contact information is listed below.



Acting Sheriff
JACK ANDERSON

Jack Anderson
Assistant Sheriff, Acting as Sheriff
Orange County Sheriff-Coroner Department
Phone:
(714) 647-1801

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DEPARTMENT OF CORRECTIONS AND REHABILITATION
CORRECTIONS STANDARDS AUTHORITY
**2007 LOCAL JAIL CONSTRUCTION
FUNDING PROGRAM
PROPOSAL FORM**

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SECTION 1: PROJECT INFORMATION

A: APPLICANT INFORMATION

COUNTY NAME Orange	AMOUNT OF STATE FUNDS REQUESTED \$ 100,000,000.00
SMALL COUNTY (200,000 OR UNDER GENERAL COUNTY POPULATION) <input type="checkbox"/>	MEDIUM COUNTY (200,001 - 700,000 GENERAL COUNTY POPULATION) <input type="checkbox"/>
LARGE COUNTY (700,001+ GENERAL COUNTY POPULATION) <input checked="" type="checkbox"/>	

B: TYPE OF PROJECT

FACILITY NAME James A. Musick Facility			
NEW FACILITY <input checked="" type="checkbox"/>	EXISTING FACILITY <input type="checkbox"/>	FACILITY TYPE (II, III or IV) II	REGIONAL JAIL PROJECT <input type="checkbox"/>
STREET ADDRESS 13502 Musick Road			
CITY Irvine	STATE CA	ZIP CODE 92618	

C: BRIEF PROJECT TITLE

New jail construction at the James A. Musick Facility

D. SCOPE OF WORK – JAIL CONSTRUCTION (CHECK ONE)

<input checked="" type="checkbox"/> BUILDING NEW FACILITY	<input type="checkbox"/> RENOVATION/REMODELING OF EXISTING FACILITY <u>AND</u> ADDING BEDS	<input type="checkbox"/> ADDING BEDS AT EXISTING FACILITY
WILL THE PROPOSED PROJECT BE USED TO REPLACE AN EXISTING FACILITY? <input checked="" type="checkbox"/> YES <input type="checkbox"/> NO		

E. NET BED GAIN, COUNTY-WIDE

Include the TOTAL number of CSA-rated beds and non-rated special use beds FROM ALL DETENTION FACILITIES COUNTY-WIDE that will be added, eliminated or gained as a result of the project. (+BEDS ADDED -BEDS ELIMINATED =BEDS GAINED)

MINIMUM SECURITY BEDS	No. of rated beds added 0	No. of rated beds eliminated 0	No. of rated beds gained 0
MEDIUM SECURITY BEDS	No. of rated beds added 1,536	No. of rated beds eliminated 0	No. of rated beds gained 1,536
MAXIMUM SECURITY BEDS	No. of rated beds added 0	No. of rated beds eliminated 0	No. of rated beds gained 0
SPECIAL USE BEDS	No. of non-rated beds added 0	No. of non-rated beds eliminated 0	No. of non-rated beds gained 0
COUNTY-WIDE TOTAL	No. of beds added 1,536	No. of beds eliminated 0	No. of beds gained 1,536

F: APPLICANT'S AGREEMENT

By signing this proposal, the authorized person assures that: a) the county will abide by the laws, regulations, policies and procedures governing this funding, and b) certifies that the information contained in this proposal form, budget, narrative and attachments is true and correct to the best of his/her knowledge.

NAME AND TITLE OF PERSON AUTHORIZED TO SIGN AGREEMENT (SHERIFF, DIRECTOR OF CORRECTIONS, OR BOARD OF SUPERVISORS' CHAIR)

Jack Anderson, Assistant Sheriff, Acting as Sheriff, Orange County Sheriff-Coroner Department (OCSD)

AUTHORIZED PERSON'S SIGNATURE

DATE

G: DESIGNATED COUNTY CONSTRUCTION ADMINISTRATOR

This person shall be responsible to oversee construction and administer the state/county agreements. (Must be county personnel, not consultants or contractors, and must be identified in the Board of Supervisors' resolution.)

COUNTY CONSTRUCTION ADMINISTRATOR

Robert Beaver, Director

DEPARTMENT

OCSD, Research & Development Division

TELEPHONE NUMBER

714-935-8431

STREET ADDRESS

431 The City Drive South

FAX NUMBER

714-935-6669

CITY

Orange

STATE

CA

ZIP CODE

92868

E-MAIL ADDRESS

rbeaver@ocsd.org

H: DESIGNATED PROJECT FINANCIAL OFFICER

This person is responsible for all financial and accounting project related activities. (Must be county personnel, not consultants or contractors, and must be identified in the Board of Supervisors' resolution.)

PROJECT FINANCIAL OFFICER

Rick Dostal, Director

DEPARTMENT

OCSD, Financial/Administrative Services Division

TELEPHONE NUMBER

714-834-6680

STREET ADDRESS

320 N. Flower Street, Suite 108

FAX NUMBER

714-834-6697

CITY

Santa Ana

STATE

CA

ZIP CODE

92703

E-MAIL ADDRESS

rdostal@ocsd.org

I: DESIGNATED PROJECT CONTACT PERSON

This person is responsible for project coordination and day-to-day liaison work with CSA. (Must be county personnel, not consultants or contractors, and must be identified in the Board of Supervisors' resolution.)

PROJECT CONTACT PERSON

Tom Davis, A/E Project Manager

DEPARTMENT

OCSD, Research & Development Division

TELEPHONE NUMBER

714-935-6968

STREET ADDRESS

431 The City Drive South

FAX NUMBER

714-935-6669

CITY

Orange

STATE

CA

ZIP CODE

92868

E-MAIL ADDRESS

davistc@ocsd.org

SECTION 2: COST AND BUDGET SUMMARY

A. COST SUMMARY

Indicate the amount of state funds requested and the amount of cash match and in-kind match the county is contributing in defining the total eligible project cost. The amount of state funds requested cannot exceed 75% of the total eligible project cost or the respective capped state dollar amounts as shown below, whichever is the smaller amount, regardless of county size. (Any county meeting the minimum cash match requirement will receive points for cash match; greater points will be given to those projects with more cash match when computed as a percentage of the total state funds requested.) Small counties may request a reduction of in-kind match. See below.

FUND SOURCE	AMOUNT	% OF TOTAL
State Funds Requested: (May not exceed: \$100,000,000 for large counties; \$80,000,000 for medium counties; \$30,000,000 for small counties).	\$ 100,000,000	42.30%
Cash Match: (large counties - 10% minimum) (small & medium counties - 5% minimum)	\$ 125,800,000	53.10%
In-kind Match*: (large counties – 15% maximum) (small & medium counties - 20% maximum*)	\$ 11,000,000	4.60%
TOTAL ELIGIBLE PROJECT COST:	\$ 236,800,000	100 %

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B. BUDGET SUMMARY

Consistent with the Cost Summary in Section 2, indicate the amount of state funds, cash match and in-kind match allotted to each budget category. In the space below the table, provide a brief explanation of line items as requested.

LINE ITEM	STATE FUNDS	CASH MATCH	IN-KIND MATCH
1. Construction (No moveable Equipment/Furnishings)	\$ 100,000,000	\$ 105,200,000	\$ 0
2. Architectural		\$ 16,500,000	\$ 0
3. CEQA		\$ 0	\$ 0
4. Construction Management		\$ 4,100,000	\$ 0
5. Audit of Grant			\$ 0
6. Site Acquisition (Cost or Current Fair Market Value)			\$ 11,000,000
7. Needs Assessment			\$ 0
8. County Administration			\$ 0
9. Transition Planning			\$ 0
TOTAL PROJECT COST:	\$ 100,000,000	\$ 125,800,000	\$ 11,000,000

Provide line item descriptions, including how state funds and match dollar amounts have been determined and calculated, and how budget items are linked to scope of work. Describe how funding sources are maximized for this construction project:

1. Construction (No moveable Equipment/Furnishings)

Construction is described as the building and erection of physical structures and supporting infrastructure such as utilities and building/operational systems. In the context of this project, the scope of construction includes various levels of inmate housing, administration, public areas such as lobby and visitation, security operations, arraignment facilities, receiving/warehouse

and transport operations, health care services, centralized programs, facility support services, food services, commissary operations, laundry and distribution, central plant operations, parking, utilities, site preparations, and perimeter requirements. State funds for construction were determined based on maximum funding amounts available for large county jail construction of **\$100,000,000.00**. State funds will be used to fund a portion of construction of a Corrections Standards Authority (CSA) approved detention facility, fixed equipment items, fixed furnishings, and installations. The County of Orange cash matching funds totaling **\$105,200,000.00** are approved by the County of Orange Board of Supervisors for the construction component of funding. These cash matching funds will be used to fund the balance of construction for a CSA approved detention facility, ancillary facilities, utilities and infrastructure, fixed equipment items, fixed furnishings, and installations. **Total construction costs for this new 1,536 CSA-rated bed facility are estimated at \$205,200,000.00.**

Construction is linked to the project scope of work as a key component of the execution phase of this project following design, bid, and contractor selection. Funding sources are maximized for this construction project by building the maximum quantity of beds while considering efficiency, safety and security of inmates, staff and the public within the available amount of state and county funding.

2. Architectural

The architectural design phase is described as comprehensive facility design including all specifications and definitions for intended jail construction. Cash matching funds from the County of Orange will be used to support all architectural/engineering (A/E) requirements for this jail construction project. Architectural design fees are calculated using 8% of the total cost of construction (\$205,200,000.00) as a determination of fees. Using this 8% multiplier against stated construction estimates, **architectural design costs are estimated at \$16,500,000.00.**

Architectural design is linked to project scope as a key component in support of effective jail facility design, site layout, infrastructure design, supporting facility design, and all related engineering, specifications and drawings. Architectural also includes clear and concise specifications in support of construction bidding and the subsequent award selection processes. Funding sources are maximized for architectural design with the use of cash matching funds by the County of Orange. Superior planning, design, specifications and construction are achieved by selecting a highly qualified A/E firm that is committed to best practices. Combined with our current needs assessment and operational/program designs, the A/E firm and County representatives will strive to maximize county jail beds and support county-wide inmate populations that are forecasted through the year 2011.

3. CEQA

Environmental Impact Report (EIR) #564 completes the assessment of cumulative impacts for the expansion of the James A. Facility in the County of Orange at 13502 Musick Rd, Irvine CA. This impact was found to be individually insignificant under California Environmental Quality Act (CEQA) and cumulatively insignificant as well (EIR 564 1996, 218). An initial study is in process to review and update (if necessary) the EIR to comply with all CEQA requirements based on current conditions for the selected site. CEQA efforts are linked to the project scope of work as a key component of master planning, Title 15, and funding approvals for new jail construction. Costs for the EIR update in support of CEQA are included in the contract approved by the Orange County Board of Supervisors as a component of the James A. Musick Master Plan. The cost of the EIR update component is an amount up to \$196,000.00. However, this County funded amount will not be used as cash matching funds.

4. Construction Management

Construction management is defined as activities intended to ensure design and schedule compliance during the construction phase of the project. Cash matching funds from the County of Orange will be used to support all construction management requirements for jail and ancillary facility construction. Construction management fees are calculated using 2% of the cost of construction (\$205,200,000.00) as a determination of fees. Using this 2% multiplier against stated construction estimates, **construction management costs are estimated at \$4,100,000.00.** Construction management is linked to the project scope of work during the construction phase and continues until construction is complete. Construction management services will help to ensure that the County meets construction schedule requirements set by CSA and the design specifications set forth by the selected architectural engineering firm. Funding sources will be maximized by the County through aggressive matching funds that far exceed the minimum requirements of this Request for Proposal (RFP).

5. Audit of Grant

Audit of grant activities will be conducted by the Orange County Sheriff-Coroner Department as required by the CSA. Quarterly invoices and progress reports will be sent to CSA by the County. A fiscal audit of the project will be performed within 90 days following the conclusion of project construction using an auditor that is organizationally independent from the County's project financial officer, project management and accounting functions. The County of Orange will fund this activity for independent auditors and department staff, but will not show these costs as In-kind matching funds. Audit of the grant is linked to the project scope as a requirement of the State to audit funding that is made available through Assembly Bill 900 (AB 900).

6. Site Acquisition (Cost or Current Fair Market Value)

Site acquisition costs in support of new construction at the James A. Musick Facility are based on fair market value of County land that is identified for this specific use. During the preliminary design phases, the selected A/E firm estimated a need for **10 total acres** to be used for this first phase of jail construction to support 1,536 beds. This specified acreage is not intended to include supporting facilities and is limited to the space required for jail housing. A current land appraisal was completed on February 15, 2008 by California Commercial Appraisers. The appraised value is \$1,100,000.00 per acre when rounded. (*Attachment S-4*) **This represents a total In-kind match of \$11,000,000.00 for site acquisition based on the land's fair market value.** Site acquisition does not directly relate to the project scope of work since this property is already in the possession of the County and the Sheriff-Coroner Department. The fact that this land is available and earmarked for a County jail project promotes timely project completion and the expeditious use of State funds. The Musick site is not encumbered and is free and clear to support the State funding model.

7. Needs Assessment

A needs assessment study is a requirement of Title 24 Guidelines and is required in support of construction of a new facility adding 25 or more beds. Costs for the needs assessment were included in the contract approved by the Orange County Board of Supervisors as a component of the James A. Musick Facility Master Plan. **The needs assessment component was completed on February 21, 2008 at a cost of \$131,000.00.** The County of Orange funded this activity but will not use these costs as In-kind matching funds. The needs assessment precedes any and all project scope of work definitions and provides a baseline from which the scope of work is developed. One copy of the needs assessment is included with the County's submission of this RFP.

8. County Administration

County administration is defined as hours used by assigned executive committee members, working groups, and project personnel to effectively administer and drive this project to completion. County administration plays an important role in the scope of this project. The executive committee is made up of County and Sheriff-Coroner staff representing jail operations, facility planning, programs, services, finance, and health care. These individuals will make decisions, solve problems, provide support, liaison with CSA and California Department of Corrections and Rehabilitation (CDCR) and the local community during all phases of the project. Working groups are used to define the best possible operational and programmatic use and application of the facility using experience and best practices. Working groups are assigned to all key areas of jail operations and supporting programs. Project personnel are project managers assigned and responsible for managing project completion and compliance from inception through jail occupancy. The County of Orange will fund this activity for involved staff; however these costs will not be used as In-kind matching funds.

9. Transition Planning

Transition planning is defined as hours used by working and transition teams to effectively plan and manage the transition from construction completion to facility occupancy. Transition planning will play an important role in safely and securely transitioning inmates into the new jail facility during transition and occupancy periods of this project. The transition team will also focus on the ninety day occupancy requirements set forth by CSA in the AB 900 RFP. The County of Orange will fund this activity for involved staff; however these costs will not be used as In-kind matching funds.

SECTION 3: PROJECT TIMETABLE

Prior to completing this timetable, the county must consult with all appropriate county staff (e.g., county counsel, general services, public works, county administrator, etc.) to ensure that dates are achievable and that the county has reviewed the state agreement requirements portions of the RFP, including project scope and timeline impact due to the State Public Works Board process. Complete the table below indicating start and completion dates for each key event, and including comments if desired. Construction must be complete within three years from Notice to Proceed, and occupancy must occur within 90 days of construction completion.

KEY EVENTS	START DATES	COMPLETION DATES	COMMENTS
Schematic Design with Operational Program Statement	6/02/08	11/02/08	Includes reviews, revisions, and approvals
Design Development with Staffing Plan	11/2/08	5/02/09	Includes reviews, revisions, and approvals
Staffing/Operating Cost Analysis	5/02/09	8/02/09	Concurrent with construction documents
Construction Documents	5/02/09	3/02/10	Includes code/building department approvals
Construction Bids	3/02/10	7/02/10	Includes advertising, bid process, and award
Notice to Proceed	7/02/10	8/02/10	
Construction	8/02/10	8/02/13	
Occupancy	8/02/13	11/02/13	Transitional occupancy through planned occupancy

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SECTION 4: NARRATIVE

A. ABSTRACT: The James A. Musick jail construction project is a unique opportunity for the County of Orange and the State of California. The one hundred five acres of unincorporated County territory made available for this project is referenced in Environmental Impact Report # 564 which was approved in October 1996 by the Orange County Board of Supervisors. The James A. Musick Facility expansion project is cited as one of the Top 10 2007 Strategic Priorities for the County of Orange as referenced in the County's Strategic Financial Plan. **The Orange County jail system is operating at an average of 129% of its rated capacity as referenced in the current needs assessment.** Key points supporting this proposal include: (a) Master Planning by the contracted A/E firm to scope and plan short and long term expansion at the James A. Musick Facility; (b) a current needs assessment demonstrating the projected need for **3,217 additional rated beds by the year 2011** in the County of Orange; (c) a County of Orange approved EIR for jail expansion; (d) jail operations and management by a law enforcement organization currently charged with housing and programs for over 6,500 inmates in the County of Orange with responsibility for approximately 2.3 million square feet of Sheriff's facilities; (e) project management and administration commitments from the Sheriff-Coroner Department and supporting agencies such as the Health Care Agency (HCA) and the County of Orange Executive Office (CEO); (f) cash matching funds and In-kind matching funds by the County of Orange that demonstrate a commitment to this jail funding proposal and subsequent design, construction and jail operations; (g) a resolution by the County of Orange Board of Supervisors to site a reentry facility in the County of Orange.

The scope of this project includes architectural engineering, planning, infrastructure, administrative activities, construction management, project management, transition planning, and funding to support 1,536 beds while also providing programs and services that support overall jail operations and programs in the County of Orange using current detention best practices from across the USA. **The total increase in CSA-rated beds in the County of Orange for this first phase of funding and construction is 1,536.** The County of Orange plans to expand this jail facility as funding becomes available and growth is required. A preliminary site plan for the first phase of facility design is attached. (*Attachment A-3*)

B. PROJECT NEED: A current needs assessment was completed February 21, 2008. Based on the projections of anticipated inmate populations, including assessments of projected requirements based on gender and appropriate security classification requirements, the current capacity of the Orange County detention system is **projected to be short 3,217 rated beds by the year 2011.** Based on this conclusion, the County of Orange and the Orange County Sheriff-Coroner Department respectfully request the maximum 250 point evaluation for Project Need.

Information and statistical data supporting the needs assessment are included in Section 4 of this RFP. These include the latest demographic and trend data with respect to County population estimates, County crime statistics, crowding and bed need estimates, average daily populations as compared to jail system capacity, projected future growth of 5 years, and detention alternatives implemented to support past and current growth.

The County of Orange Health Care Agency (HCA) provides health care services to arrestees and inmates in the Orange County Sheriff-Coroner Department's (OCSD) jails. A Memorandum of Understanding (MOU) between these two agencies specifies provisions of correctional medical and mental health services. These services include; an assessment of all arrestees at booking, 24/7 physician and nursing services, pharmacy services including the administration of psychotropic medications, dental care, hospital and specialty physician services, medical observation housing for inmates requiring additional medical attention, and the availability of a designated unit for inmates needing intensive mental health intervention. These health care services are provided in accordance with California Code of Regulations Title 15, Minimum Standards for Local Adult Detention Facilities and community standards of care.

In the County of Orange, litigation, court ordered caps or consent decrees related to crowding or conditions of confinement are based on Grand Jury findings. Sections 919(a) and 919(b) of the California Penal Code stipulate that the “Grand Jury shall inquire into the conditions and management of...” jails in Orange County. Reviews in 2003, 2004, 2005, 2006 and 2007 are consistent with the comments of the Corrections Standards Authority and the attached needs assessment. Grand Jury report summaries and recommendations are as follows:

2003 Report

- Jails operated at 121% of rated capacity
- OCSD uses several options to reduce inmate population
- The only current jail site available for expansion is the James A. Musick Facility

2003 Recommendations

- OCSD should attempt to achieve compliance with State standards and begin planning for new jail beds
- OCSD should begin an in-depth needs assessment
- A master plan should be developed for the James A. Musick Facility
- Seek funding for staff for the Theo Lacy jail expansion

2004 Report

- OCSD jail facilities continue to suffer from overcrowded conditions
- There is insufficient short-term holding facilities for arrestees awaiting transport to Central Jail Complex from distant locations

2004 Recommendations

- Continue to pursue compliance with State standards and address the projected growth of the inmate population by planning for additional jail beds
- Locate a suitable site to construct secure detention capabilities for short-term housing in lieu of requiring long distance transportation

2005 Report

- Orange County's adult jail facilities remain overcrowded by standards used by the State Board of Corrections
- The need remains for a new prisoner holding facility in south Orange County

2005 Recommendations

- The Sheriff's Department should expedite the opening of a new cellblock at Theo Lacy jail
- A new prisoner holding facility should be established in south Orange County

2006 Report

- The full capacity of the Theo Lacy jail is not being utilized
- Despite recent and planned jail expansions and alternatives to incarceration, inmate overcrowding continued, and based on projected data, will only get worse

2006 Recommendations

- The Sheriff's Department should make use of the full capacity of the Theo Lacy jail
- The Board of Supervisors (BOS) and Sheriff's Department (OCSD) should work to develop quantified plans, in addition to those for James A. Musick Facility expansion

2007 Report

- Staffing for Theo Lacy jail Building B is almost exclusively by scheduled overtime

- The proposed California State Prison Reform Plan would significantly increase the number of inmates at the Orange County jails
- Relief from inmate overcrowding in Orange County jails is at least two to three years away
- Orange County jails are housing a large number of California State prisoners and are not being compensated appropriately
- Inmate Reentry Services are insufficiently staffed to assess all high risk re-offenders in Orange County jails

2007 Recommendations

- OCSD should expand their hiring program to reduce the need for overtime
- OCSD and the BOS should work with State Legislators to insure the proposed State Prison Reform Plan does not burden the Orange County jails
- OCSD and the BOS should expedite contract approval for expansion of the James A. Musick Facility
- OCSD should work with California State prison authorities to ensure Orange County inmates are transported expeditiously to state prison
- OCSD and the BOS should consider increased funding for the Inmate Reentry Services program

Non-Compliance findings for the Orange County jail system are listed based on Corrections Standard Authority (CSA) Biennial Inspection reports. The CSA conducted their 2004/06 Biennial Inspection of the Orange County jail system in November and December 2005. In short, **the CSA determined each of the five facilities was housing inmates in excess of their rated capacities.** While additional beds have been added at each facility, physical plant space and programming support space were insufficient. Specific issues related to overcrowding non-compliance by jail facility are listed below:

Central Men's Jail

Title 24, Section 2.8 Physical Plant Dormitories – The facility's dorms are rated for 56 beds and are equipped with 64 beds. The area of toilet and washbasin ratio was in non-compliance in the area of fixture to inmate ratio.

Central Women's Jail

Title 24, Section 2.8 Physical Plant Dormitories – Facility dorms (#1 - 8) are equipped with more beds than their rated capacities. As a result, the minimum square footage for each inmate was not met. The toilet and washbasin inmate ratio was also in non-compliance.

Intake and Release Center

Title 24, Section 2.6 Single Occupancy Cells – There are 384 single-occupancy cells equipped with two beds/bunks per cell. While it may be possible to increase the rated capacity under 1988 Physical Plant Standards, there may be insufficient dayroom space to provide the 35 square feet of space required per inmate.

Theo Lacy Jail

Title 24, Section 2.6 Single Occupancy Cells – The facility's single-occupancy cells (with the exception of Disciplinary Isolation) are double-bunked. Some relief may be obtained through an increase in rated capacity under 1988 Physical Plant Standards provided that certain square footage requirements are met.

Title 24, Section 2.8 Dormitories - Dormitories are operating over their rated capacity, affecting the square footage requirement for each inmate.

Title 24, Section 2.9 Dayrooms – Some dormitories do not meet the dayroom space per inmate requirement due to population levels.

James A. Musick Facility

Title 24, Section 2.0 Physical Plant Dayrooms and 8228 Physical Plant Multi Rooms –
Dormitories in the West and South compounds are equipped with a number of beds in excess of

their rated capacities. As a result, several areas exceed the minimum plumbing to inmate ratios. Additionally, at the current capacity, some also exceed the dayroom space per inmate requirement. Annual State inspections have recommended the replacement of 360 beds located in temporary tent structures on this site.

The Orange County Jail System is composed of five custodial facilities located within three distinct sites in the County. The Central Jail Complex, located in the City of Santa Ana, consists of the primary Intake and Release Center for the jail system, the Central Men's Jail, and the Central Women's Jail. The Theo Lacy jail is located in the City of Orange, and the James A. Musick Facility is located in unincorporated County land near the cities of Irvine and Lake Forest. The current capacities of these facilities are reflected below:

Facility	Rated Capacity	Specialty Beds (not rated)	Total Capacity
Intake Release Center	408	104	512
Central Men's Jail	1,219	52	1,271
Central Women's Jail	275	21	296
Theo Lacy Jail	2,464	156	2,620
James Musick Facility	713	0	713
TOTAL	5,079	333	5,412

By contrast, the **average daily population (ADP) in the Orange County Jail system for 2007 was 6,554 inmates, an average of 129.04% of rated capacity.** Fluctuations in inmate populations occurring on a day-to-day basis result in a much greater overcrowding conditions.

While the County's 2007 average daily population was 6,554, the County's projected ADP for the year 2011 is expected to reach 7,626. Adding appropriate management factors, inclusive of peaking and classification, the County can expect to have a need for 7,106 male beds (4,012 pretrial and 3,094 sentenced beds) and 1,190 female beds (672 pretrial and 518 sentenced beds) for a total system need of 8,296 beds. The table below provides a summary of the average daily population for the last ten years.

Orange County Jail Historical Average Daily Population Breakdown

	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	% Change
Male	4,593	4,668	4,393	4,288	4,048	4,354	4,607	5,070	5,511	5,516	5,648	23.0%
Female	687	705	643	635	592	610	679	802	881	885	906	32.0%
Pre-trial	2,248	2,279	2,099	2,150	2,125	2,444	2,568	2,772	2,973	3,230	3,474	54.5%
Sentenced	3,032	3,094	2,936	2,773	2,515	2,520	2,718	3,100	3,420	3,171	3,080	1.6%
Total ADP	5,280	5,373	5,035	4,923	4,640	4,964	5,286	5,872	6,393	6,401	6,554	24.1%

Source: Orange County Sheriff Department

The County of Orange and Sheriff-Coroner Department have made various accommodations to support this growth in the form of prior jail expansions, programs, and detention alternatives. The most recent jail expansion in the County of Orange was at the Theo Lacy jail facility. In 2005, expansion of this facility was completed, thus adding 576 additional rated beds to the capacity of the County jail system. Detention alternative programs such as the Community Work Program (CWP) takes inmates of certain classifications and puts them in a specialized supervision work program tasked with doing road work and other projects as an alternative to incarceration. CWP inmates live at home, report daily at Theo Lacy jail or at an authorized alternative work site, and complete work assignments. As compared to traditional work release programs, where inmates report back to the jail each night and work in the community during the day, CWP inmates actually live and work in the community. As a result, these inmates have reduced the daily jail population held in the Orange County jail system. By freeing up bed space, CWP has helped to reduce the need to react to overcrowding through the use of the "early outs" program.

The routine use of beds by other County agencies is limited. The Probation Department in Orange County has access to 64 CSA-rated beds in the Theo Lacy jail facility. These beds are reserved for "707" classification minors that have committed serious crimes and are typically being tried as adults. The ADP for these incarcerated minors is 50.

Demographic and trend data pertaining to county population estimates, crime statistics, crowding, and bed needs are as follows:

County Population Estimates:

Orange County has been experiencing a period of significant growth, increasing in population by 13.5% over the ten-year period from 1996-2006 according to the US Census Bureau. By comparison, Los Angeles County, the only California County with a population exceeding that of Orange County, grew by only 9% over the same ten-year period. In 2006, the population of Orange County surpassed the 3.0 million mark, with estimates by the California Department of Finance indicating that the population will exceed 3.5 million by 2020. These estimates also predict that the rate of growth in Orange County will slow down, with a 9.1% increase in population from 2010 to 2020, and a 5.3% increase from 2020 to 2030. The tables below provide historical and projected County population data.

Orange County Historical Population

	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	10-Year Change
Population	2,643,996	2,709,277	2,773,187	2,815,933	2,846,289	2,898,135	2,932,364	2,961,937	2,983,977	2,992,642	3,002,048	13.5%

Source: US Census Bureau

Orange County Projected Population

	2010	2015*	2020	2025*	2030
Male	1,601,876	1,670,380	1,738,883	1,779,852	1,820,820
Female	1,625,960	1,703,671	1,781,382	1,832,942	1,884,502
Total	3,227,836	3,374,051	3,520,265	3,612,794	3,705,322

Source: California Department of Finance

* Intermediate Years Given as Average of Surrounding Years

County Crime Statistics:

Crime statistics are compiled by the Federal Government's Uniform Crime Reporting Program in order to gauge trends and fluctuations in the volume of reported crimes. In Orange County, the number of Part I offenses has been stable for several years after experiencing a sharp decline

over three years following the 10-year high of 108,452 in 1997. In 2002 and 2002, the number of offenses began to increase again, reaching a plateau in 2004. Overall, the number of Part I offenses has declined by 5.8% over the period of 1997-2005. While crime rates decreased over this period, booking rates and average length of stays (ALOS) have increased, thus creating more demand on jail systems in the County of Orange.

Orange County Historical Part I Offenses

	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	% Change	% of Total (2005)
Part I Offenses	103,621	108,452	97,123	90,521	88,891	96,072	99,690	98,700	99,858	97,658	-5.8%	100.0%
Violent Offenses	11,902	11,204	9,497	8,794	8,600	8,565	8,206	8,219	8,316	8,530	-28.3%	8.7%
Homicide	11	102	85	92	56	63	77	64	81	77	600.0%	0.1%
Forcible Rape	492	554	487	474	499	441	448	497	526	438	-11.0%	0.4%
Robbery	4,494	3,707	3,143	2,842	2,815	3,185	2,789	2,624	2,517	2,751	-38.8%	2.8%
Agg. Assault	6,905	6,841	5,782	5,386	5,230	4,876	4,892	5,034	5,192	5,264	-23.8%	5.4%
Property Offenses	48,762	44,229	39,200	34,627	34,537	37,997	39,500	39,538	41,008	41,564	-14.8%	42.6%
Burglary	19,261	17,504	15,473	12,820	12,131	12,742	13,253	12,973	13,152	13,402	-30.4%	13.7%
Motor Vehicle Theft	14,508	12,802	11,192	9,818	9,833	11,131	10,869	11,281	12,558	13,077	-9.9%	13.4%
Larceny-Theft over \$400	14,993	13,923	12,535	11,989	12,573	14,124	15,378	15,284	15,298	15,085	0.6%	15.4%
Total Larceny-Theft	56,976	50,983	46,394	45,070	43,723	47,477	49,949	48,907	48,497	45,527	-20.1%	46.6%
Larceny-Theft \$400 and Under	41,983	37,060	33,859	33,081	31,150	33,353	34,571	33,623	33,199	30,442	-27.5%	31.2%
Arson	974	820	832	758	695	589	646	667	602	738	-24.2%	0.8%

Source: California Office of the Attorney General Criminal Justice Statistics Center

Crowding and Bed Need Estimates:

The bed needs of a jail system are determined by the projected future population as well as other factors, such as the historical peaking percentage and demographics of the inmates. The peaking factor in Orange County has been calculated as 3.1%. Additionally, a 5% classification factor is recommended for males and 10% is recommended for females to ensure that inmates can be properly classified according to needs and not spatial restrictions. Historical trends in the gender and classification breakdown of the jail system's population serve as indication of how beds need to be divided in the future. The female population in Orange County's jails has increased from 13% in 1997 to 13.8% in 2007. It is recommended that the most recent "snapshot" of the county's gender breakdown be applied to future bed needs, as it represents the most recent instance of an established trend. The tables below detail ADP and bed needs using projection

models based upon gender (86.2% male, 13.8% female), security classifications, and pre-trial or sentenced status.

2011 Bed Need by Gender

2011	Projected ADP			Bed Need		
	Male	Female	Total	Male (+8.1%)	Female (+13.1%)	Total
Pre-trial	3,712	594	4,306	4,012	672	4,684
Sentenced	2,862	458	3,320	3,094	518	3,612
Total	6,574	1,052	7,626	7,106	1,190	8,296

Source: Carter Goble Lee, February 2008

There is a projected need for 7,106 male beds and 1,190 female beds, for a total of 8,296 in the year 2011.

Inmate classifications have also experienced a change in recent trends, with minimum and medium security beds taking up an increasing percentage of the whole in relation to maximum security beds. For this reason, it is also recommended that the most recent “snapshot” of the system’s security classification breakdown be applied to future bed needs. In 2007, classifications were 82.4% minimum, 13.8% medium, and 3.8% maximum. The table below presents the result of applying the 2007 breakdown to the 2011 bed needs of 8,296.

2011 Bed Need by Gender/Classification

	Minimum (82.4%)	Medium (13.8%)	Maximum (3.8%)	Total
Male (85.65%)	5,859	981	266	7,106
Female (14.35%)	981	164	45	1,190
Total	6,840	1,145	311	8,296

Source: Carter Goble Lee, February 2008

Of the total beds breakdown, 6,840 should be minimum security, 1,145 should be medium security, and 311 should be maximum security.

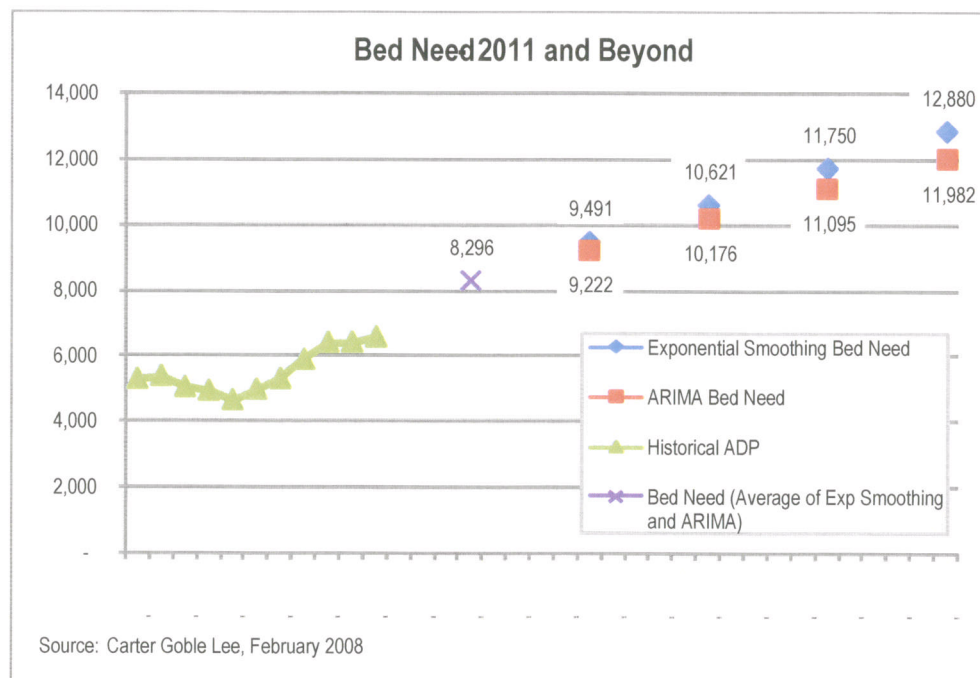
The table below demonstrates bed needs by gender in 2011 as compared to projected average daily population (ADP).

2011 Bed Need by Gender

2011	Projected ADP			Bed Need		
	Male	Female	Total	Male (+8.1%)	Female (+13.1%)	Total
Pre-trial	3,712	594	4,306	4,012	672	4,684
Sentenced	2,862	458	3,320	3,094	518	3,612
Total	6,574	1,052	7,626	7,106	1,190	8,296

Source: Carter Goble Lee, February 2008

Bed needs beyond the year 2011 demonstrate longer term requirements for the County of Orange adult detention system. The figures below compare the county's historical average daily population, the 2011 bed needs as explained above, and the bed needs projected by two different forecast models. The exponential smoothing forecast serves as a "high" projection model while the ARIMA forecast can be seen as a "low" projection model.



According to these projections, the year 2015 should have a bed need between 9,222 and 9,491.

Detention Facility Population Data

The population of Orange County's jail system, while showing 24% growth over a 10-year period, has also been somewhat volatile, experiencing a three-year period of decline from 1999-2001 before reaching an upswing in 2002. This period of decline is in line with similar declines in Part I offenses and felony arrests, both of which bottomed out in 2000 or 2001 before beginning to increase again. The period of 2003-2005 saw particularly rapid growth (18% over 2 years), but by 2006 growth had tapered off; the county's jail population grew by only 2.5% from 2005-2007. This is evidence in favor of using caution when examining short trends in historical data. Additionally, jail populations are influenced by available bed space in the County's jail system, thus artificially restricting growth during times when booking numbers are increasing. However, there are some trends within the demographics of the county's jail population that appear to be significant. The sentenced population has seen very little change over 10 years, increasing by only 1.6% from 1997 to 2007. The pretrial population, on the other hand, has increased by more than half, experiencing 54.5% growth since 1997. While remaining mostly stable from 1997 to 2001, the pretrial population experienced significant growth in every year from 2001 to 2007. As of 2006, pretrial inmates outnumber sentenced inmates in Orange County.

Orange County Jail Historical Average Daily Population Breakdown

	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	% Change
Male	4,593	4,668	4,393	4,288	4,048	4,354	4,607	5,070	5,511	5,516	5,648	23.0%
Female	687	705	643	635	592	610	679	802	881	885	906	32.0%
Pre-trial	2,248	2,279	2,099	2,150	2,125	2,444	2,568	2,772	2,973	3,230	3,474	54.5%
Sentenced	3,032	3,094	2,936	2,773	2,515	2,520	2,718	3,100	3,420	3,171	3,080	1.6%
Total ADP	5,280	5,373	5,035	4,923	4,640	4,964	5,286	5,872	6,393	6,401	6,554	24.1%

Source: Orange County Sheriff Department

Over the past eleven years, the felony population has increased by 43% while the misdemeanor population has shown a decline of 9%. The most logical way to account for this trend are space and crowding limitations of the Orange County jail system that forced the County to release lower level offenders and retain beds for more serious offenders. Also, detention alternatives in

use by the County of Orange have diverted low level offenders to other programs outside of incarceration.

Orange County Historical Felony and Misdemeanor Population Breakdown

ADP	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	% Chg
Felony	3,257	3,379	3,188	3,229	2,948	3,225	3,547	4,037	4,482	4,471	4,674	43%
Misdemeanor	1,859	1,831	1,702	1,541	1,523	1,547	1,537	1,627	1,683	1,747	1,687	-9%
Total	5,116	5,210	4,890	4,770	4,471	4,772	5,084	5,665	6,165	6,218	6,361	24%

Source: Corrections Standards Authority (CSA) website.

C. DETENTION ALTERNATIVES: The County of Orange and supporting agencies have developed and support a number of alternative-to-incarceration programs that are diverting hundreds of inmates from our local jail system each year. Additionally, the County has implemented various programs designed to reduce recidivism among local offenders. Based on these programs, the County of Orange and the Orange County Sheriff-Coroner Department respectfully request the maximum 100 point evaluation for Detention Alternatives. Information on specific programs within Orange County that have contributed to reductions in overcrowding, serve as alternatives to incarceration, improve population management, and reduce recidivism in the County jails are as follows:

Own Recognizance Program (OR): The Orange County Superior Courts assist in reducing the county's jail population through an aggressive Own Recognizance Program (OR). The Superior Courts have staffed a Detention Release Officer position at the Intake and Release Center 24 hours per day. The Detention Release Officer is authorized to evaluate all felony arrestees for suitability for OR release. Officers review the present charge, criminal history, and the elements of the current case. Detention Release Officers, acting on behalf of the Superior Court can reduce the bail amount, authorize OR release, and in some cases, increase the bail amount.

On average, over the five year period 2003 through 2007 the Detention Release Officer reviewed 2,292 cases per month, with an average release of 220.1 inmates per month. The following table

is a five year statistical representation of the OR Program that supports the decision to incarcerate or not incarcerate and helps to reduce crowding in Orange County jails.

Year	Total Bails	Total O.R.'s	Total Investigations
2003	23,890	2,555	26,445
2004	23,596	2,015	25,611
2005	26,172	3,081	29,253
2006	26,093	2,657	28,750
2007	24,567	2,899	27,466

Prop. 36 Court: In this program, adults convicted of nonviolent drug related offenses are sentenced to probation with drug treatment pursuant to Proposition 36. Prop 36 Court was started in 2001 and supports the decision to incarcerate or not incarcerate, reduces reliance on confinement and helps to reduce crowding in Orange County jails.

Adult Drug Court: Located at five Justice Centers throughout the county, Adult Drug Court targets low level drug offenders who do not have a criminal history of violence, sex crimes or drug sales. The four-phase voluntary program involves supervision by Probation, counseling through Health Care, and mandatory educational and vocational plans. From the inception of the Orange County Drug Court program, through December 31, 2006, there have been 1,155 program graduates countywide. A total of 443 graduates have been rearrested which translates to a recidivism rate of only 31% for drug charges and 38% for all charges. This program is designed to reduce incarcerations, recidivism and crowding in Orange County jails.

ITT Court: The intensive PC 1210, or ITT, was created in January 2007 to increase retention and completion rates of Prop 36 courts by providing participants with a higher level of accountability and treatment requirements. Program information is as follows:

- Program has been in existence for approximately one year. Data collection to support program performance is in progress.

- No more than fifty (50) participants at one time.
- As of December 2007, the program had a total of 47 participants.
- Funding is provided through Prop 36.

This program supports the decision to incarcerate or not incarcerate, reduces reliance on confinement and helps to reduce crowding in Orange County jails.

Dependency Drug Court (DDC): Dependency Drug Court, a family reunification program designed to keep parents off illegal drugs, was initiated in Juvenile Court in April 2005. The program, made possible from funding by the Comprehensive Drug Court Implementation Act, is the result of collaborative planning by many county agencies that started in November 2003. The Orange County Health Care Agency received grant funding that made this program possible. The practices and procedures utilized in the DDC are designed to ensure that the safety and welfare of the abused/neglected child is paramount and is placed above the needs of the parents. Program requirements include drug testing three times per week, weekly counseling, weekly or monthly court appearances, and participation in parenting classes.

- In 2006 the program completed 191 assessments
- In 2006 there was a total of 85 participants
- In 2006 there was a total of 51 graduates

This program supports reductions in recidivism and is a population management measure.

Driving Under the Influence (DUI) Court: The DUI court program, modeled after drug court principles, has long been a goal of the Orange County Superior Court. In January 2004, a planning and development committee was formed to design the program. Starting October 22, 2004, the DUI courts began targeting multiple drunken driving offenders in assisting them to overcome their substance abuse addictions. The program emphasizes rebuilding family ties,

creating a stable living environment, employment, and education. Agencies involved include the Sheriff's Department, Health Care Agency, Probation, District Attorney, and the courts.

- In 2006 they had 130 participants.
- In 2006 they had 110 graduates.
- Funding is provided through Prop 36.

This program is designed to reduce recidivism, reduce crowding in Orange County jails and is a population management measure.

Domestic Violence Court: The Orange County Superior Court Domestic Violence Court

Program began in August 1999. The Domestic Violence Court was created in order to improve defendant accountability and to enhance victim safety. Services include family counseling, alcohol and drug abuse programs, batterers' intervention programs, and counseling for victims.

- In 2006 there were 156 participants.
- 31 individuals graduated in 2006.

This program is designed to reduce recidivism, reduce crowding in Orange County jails and is a population management measure.

Co-Occurring Disorders Court: The Co-Occurring Disorders Court began in October 2002.

Co-Occurring Disorders court is a voluntary program for non-violent drug offenders who have been sentenced to Prop 36 (drug court) but also have been diagnosed with a mental disorder such as schizophrenia, bi-polar disorder, or major depression. Participants receive counseling and treatment programs. As of December 31, 2006, there have been 270 defendants evaluated for the program. One hundred and nine participants have been admitted to the program and thirty of those admissions have graduated and all felony drug charges have been dismissed.

- Program capacity 50.

- Funding is provided through Prop 36.

This program supports the decision to incarcerate or not incarcerate, reduces reliance on confinement and helps to reduce crowding in Orange County jails.

What Ever It Takes Court (WIT): The WIT “Whatever It Takes” Court was developed through the passage of Proposition 63 – The Mental Health Services Act by the voters in November 2004. The WIT program is for felony offenders and provides offender counseling, residential treatment, peer mentoring, medical services, employment training, job placement, and housing.

- Funding through county contract.
- 70 clients currently in the program.

This program is designed to reduce recidivism, reduce crowding in Orange County jails and is a population management measure.

Homeless Outreach Court (OCP): The Homeless Outreach Court is a special Superior Court session for homeless defendants. This program takes place in local homeless shelters to resolve infractions, misdemeanors, and outstanding warrants for and by the homeless. Outreach Court builds on partnerships between the court, local shelters, community service agencies, the prosecutor, and public defender. The program also provides participants with counseling information and resources such as Veterans Administration and the County Department of Housing and Community Services. The alternative sentencing structure is not coercive or punitive in nature, but rather designed to assist homeless participants with reintegration into society. With alternative sentencing, the OCP gives credit for the participant’s accomplishments in shelter activities.

- In 2006, there were 307 graduates.

- Of the 307 graduates, only 58 re-offended within the same year.

This program supports the decision to incarcerate or not incarcerate, reduces reliance on confinement and helps to reduce crowding in Orange County jails.

Sentinel: This program is an Electronic Monitoring Service that provides Drug and Alcohol testing, status reports, Breath Alcohol monitoring, Kiosk check-in, etc.

- Services are paid for by the offender.

This program is designed to reduce crowding in Orange County jails, reduces reliance on confinement and is a population management measure.

Diversified Monitoring Services: This program was established at Laguna Hills headquarters in 2003 to deliver treatment and monitoring for substance abuse offenders in the criminal justice community. There are currently seven locations in Orange County. This program is designed to reduce crowding in Orange County jails, reduces reliance on confinement and is a population management measure.

Community Work Program (CWP): In lieu of jail time, qualified inmates can participate in the CWP program which allows them to live at home and work at various job sites throughout the county during the day. Violent offenders and individuals with sex related crimes do not qualify. This is a voluntary program.

- There are currently 340 participants.

This program is designed to reduce inmate populations in Orange County Jails, reduce reliance on confinement, and is an effective population management measure.

Court Ordered Drug Treatment Programs: There are a variety of court ordered drug treatment programs that inmates may be ordered to in lieu of jail time. Some of these programs include Sober Living by the Sea, South Coast Recovery, Phoenix House, and Hope House. These programs are designed to reduce crowding in Orange County jails, support the decision to incarcerate or not incarcerate and reduce reliance on confinement.

Mentally Ill Offender Crime Reduction Program (MIOCR): This program provides housing, counseling, and other support services for individuals with severe mental problems. This program is designed to reduce crowding in Orange County jails, supports the decision to incarcerate or not incarcerate and reduces reliance on confinement.

Alternative Community Treatment Program (ACT): ACT was authorized by the Board of Supervisors in June of 1984. This program is a case management service designed to divert chronically mentally disordered misdemeanants from Orange County Jails. In collaboration with the courts, Public Defenders, private attorneys, and the District Attorney's office, individuals with mental disorders agree to receive community mental health services in lieu of extended jail sentences. Last year, 75 inmates were diverted from jail at a projected reduction of 1,993 jail days. In previous years, the average number of participants was over 75 and an average of 2,400 days saved. This program is designed to reduce crowding in Orange County jails and reduces reliance on confinement.

Juvenile Drug Court: This program is funded by AB 1913 and has been in effect since 1999 serving over 320 minors since its inception. This program has a positive effect on jails and hopes to influence successful lifestyles that will not lead juveniles into the criminal justice system. In addition to the treatment components, the program tries to introduce these young people to the

idea of having fun while sober. The program includes taking kids bowling, whale watching and the like. A rotating sub-group builds self-confidence with recreation therapy using rock climbing as their focus. This program supports future population management measures.

D. SCOPE OF WORK AND PROJECT IMPACT: The scope of work for the James A. Musick Facility is the phased construction of a Type II jail facility. Phases of construction are based on the needs assessment, the needs of the County, and available funds to support construction and operational costs. The design will include all ancillary space to enable the facility to comply with operational, fire, life safety, and physical plant standards as contained in Titles 15 and 24. The proposed scope of work that is specifically payable from State funds includes site preparation, ancillary space construction, infrastructure, fixed equipment items, utilities and construction of a new 1,536 bed adult detention facility. Cash matching funds from the County of Orange will be used for jail construction, ancillary space construction, infrastructure, fixed equipment items, utilities, architectural and engineering design, construction management, furnishing and moveable equipment items. In-kind matching funds from the County of Orange only include the fair market land value for property that has been earmarked for new jail construction. This In-kind match is based on the current appraised market land value multiplied times the acreage needed to construct a new 1,536 bed adult detention facility. This In-kind match is not intended to include the estimated amount of land needed to support the construction of ancillary jail support facilities. Based on this scope information, the County of Orange and the Orange County Sheriff-Coroner Department respectfully request the maximum 100 point evaluation for Scope of Work and Project Impact.

Although the current James A. Musick site is a functioning minimum security jail facility, it consists primarily of tents and converted lumberyard modular buildings. This construction

project is composed of a new jail facility built adjacent to an existing operational minimum security jail facility. The newly constructed jail facility will be designed to house medium security inmates, but will also be used for minimum security inmate populations. The site identified for this construction is owned by the County of Orange and operated by the Orange County Sheriff-Coroner Department. This site has been designated specifically for jail facility use and is not encumbered by the County of Orange.

The scope of work will meet identified needs by providing new CSA-rated beds to support growing inmate populations in the County of Orange. The construction of a new jail facility will improve detention conditions while greatly improving safety and the ability to provide ample security and effective operations that support the entire County of Orange jail system.

Contrasting pre-construction conditions to post-construction conditions can be best summarized by comparing a “farm” facility to a state-of-the-art jail facility. The James A. Musick Facility construction project will address identified existing facility shortcomings. In the area of compliance and regulations, the Sheriff-Coroner Department has received various citations based on the deteriorating condition of structures intended for short-term use. Expenditures to correct these particular issues have been minimized and delayed to the extent practicable due to cost implications and the County’s plan to build a new adult detention facility to replace these temporary structures. Conditions of confinement are less-than-ideal because the “temporary” structures consist of tents and modular buildings. These temporary facilities were not intended to support long-term detention and therefore require a significant amount of maintenance and repairs. Facility programming is less effective because of the temporary nature of the current jail facility. The growth of this facility has not been “engineered” prior to this project. Therefore, there are many programming inefficiencies that will be greatly improved with a new jail design.

Inmate, staff, and public safety will be greatly enhanced with the design and construction of a new jail facility. Security at the current facility is limited yet effective; with little up-to-date technology in place. The current facility is designed for minimum security housing and is operated by well trained Sheriff Deputies. A new jail facility will take advantage of new security technologies and best practices that will allow for minimum and medium security housing, improved inmate security, improved operational security, and improved community security. Program space intended for rehabilitative programs and services designed to reduce recidivism are important aspects of the County and Sheriff Department's approach to detention facilities. There is currently space appropriated for agriculture, poultry operations, wood working, metal working, and educational activities. Space intended for rehabilitative programs and services designed to reduce recidivism will be an important component of design for the new jail facility as well.

There are two components to "green" that are currently being considered and studied at this time. The first pertains to green design in the architectural and engineering design of the facility; referred to as sustainability. The selected architectural firm has been instructed to consider and provide options for green initiatives in support of mechanical systems, plant systems, and utilities as part of the site Master Plan. The second component refers to on-site organic food waste conversion to energy. This is a cooperative project with the County's Integrated Waste Management Department (IWMD) and is contingent upon funding sources that IWMD is working to identify. (*Attachment A-6*) This conversion technology effort is supported by the County of Orange Board of Supervisors.

E. ADMINISTRATIVE WORK PLAN: The County of Orange and the Orange County Sheriff-Coroner Department have a clear and comprehensive plan for designing, performing and managing the jail expansion at the James A. Musick Facility. The current stage of the planning process includes key milestones such as: (a) the selection of an architectural/engineering design firm; (b) the completion of a current needs assessment; (c) the creation, selection, and implementation of committees and work groups to support various levels of design and operational planning; (d) the selection of key individuals for project management responsibilities; (e) the completed visitation and tours of various jail facilities across the United States by executive committee and project members in support of best practices; (f) the completion of Master Planning concepts that support short and longer term design and operational goals of the James A. Musick Facility; (g) County of Orange support and prescribed resolutions by the Board of Supervisors. Based on this planning, the County of Orange and the Orange County Sheriff-Coroner Department respectfully request the maximum 100 point proposal evaluation for Administrative Work Plan.

The design of this jail facility will take into account detention supervision best practices from jail and detention facilities located in Florida, Kentucky, Arizona, Washington, and Utah. At the same time, the project design will take into account the needs of the County of Orange and its inmate population. The architectural design firm selected for this project has a wealth of experience in jail facility planning and design and maintains a large resource base to support progressive jail design and related infrastructure design activities. The design will also take into account: (a) project organization and management requirements; (b) results of the current needs assessment; (c) operational needs and space programming; (d) an EIR review and update (if necessary); (e) site utilities and infrastructure requirements; (f) sustainability considerations; (g)

cost estimating for construction and operational requirements such as staffing; (h) support service requirements; (i) project phases to support long term design and operational goals.

The project timetable includes key milestones that will serve project completion. The key project milestones are: (a) the completion of a needs assessment; (b) the determination of operational and functional design elements; (c) the completion of a Master Plan to support short and long term planning and design; (d) schematic facility design with operational program statement; (e) design development with staffing plans; (f) staffing/operating costs analysis; (g) the completion of construction documents; (h) construction bidding and award of contract; (i) notice to proceed; (j) construction; (k) transitional and full occupancy. The attached project timetable incorporates main project activities while including time schedules required that support County policy.

(Attachment A-5)

The plan for project management on this jail expansion project will follow operating procedures as required by the County of Orange Contract Policy Manual and the Orange County Sheriff-Coroner Department (OCSD). The designated Project Manager from OCSD is Tom Davis (Principal A/E Project Manager). The secondary designated Project Manager from OCSD is Grace Felix (Senior Project Manager).

Project administration has been designated to Robert Beaver from OCSD (Director, Research & Development Division). An Executive Committee has also been formed in support of project administration and includes the above designee. This committee also consists of Charles Walters from OCSD (Assistant Sheriff, Jail Operations), Jay LeFlore from OCSD (Captain, James A. Musick Facility), Sharron Gibson Casler from OCSD (Director, Inmate Services Division), Rick Dostal from OCSD (Director, Financial/Administrative Services Division), Michelle Aguirre

from the Orange County CEO budget office, and Frank Madrigal from the Health Care Agency. This committee will be involved with design, program, operations, communications, and resource assignments related to this project through all phases of design, planning, construction, and occupancy. Additionally, work groups are formed to address specific areas such as security operations, housing, inmate programs, inmate services, and administration/support services. These are composed of OCSO personnel and other County agencies as required.

The County will translate this proposal into a completed project using the administrative work plan cited above combined with funding and support from the County of Orange and its Board of Supervisors. The site selected for this project has been earmarked for this jail construction for and by the County of Orange for over thirty years. The County of Orange is committed to the necessary funding and resources to be successful with this jail project and its subsequent operations.

The County will demonstrate its readiness to proceed in various ways: (a) the County has completed, with approval from the Board of Supervisors, the required resolution items to support this project; (b) the County has selected an architect/engineering firm to complete a Master Plan for the James A. Musick Facility which is scheduled for completion May 2008; (c) the County has earmarked the site and funding to support design and construction of 1,536 beds at the James A. Musick Facility; (d) the Orange County Sheriff-Coroner Department has assigned resources to administer and manage this project through all phases of planning and construction.

The Orange County Board of Supervisors has demonstrated its commitment to funding this project by adopting the County's 2007 5-Year Strategic Financial Plan. In this plan, an ongoing

stream of \$9,000,000.00 per year has been dedicated for debt service to finance \$150,000,000.00 of cash matching funds for this project. In addition, \$25,300,000.00 has been identified in the plan for design, start-up costs, and first year operations. Due to the uncertainty of the present economy, the James A. Musick expansion project was the only new capital project or program to receive funding in the 2008/2009 planning cycle. This underscores the commitment of the County and its Board of Supervisors.

The County's current 5-Year Strategic Financial Plan does not specifically identify funding for new jail operating costs. This is because operating costs are expected to occur outside of the 5-year horizon of the plan. The proposed project includes the construction of 1,536 beds. Once completed, the OCSD will relocate 1,000 inmates from existing temporary tents and deteriorating wooden modular barracks to the new detention facilities. The staff that operated the tents and wooden barracks will operate a portion of the new facilities. In addition to current staffing, it is anticipated that an additional \$20,000,000.00 per year will be needed in FY 2013-14 for additional staffing and supply requirements to operate and support the entire facility.

The additional \$20,000,000.00 in operating cost represents only about 0.7% of the County's General Fund revenue of over \$3,000,000,000.00 per year. While today's economy is unstable, it is expected to recover by the time construction is completed. Therefore, it is anticipated that future growth in Prop 172 revenue and County General Funds will be sufficient to fund the additional operating costs. In the event the economy does not recover sufficiently to cover operating costs using the aforementioned funding, the County of Orange will be capable of funding the ongoing operating costs associated with this project. In FY 16-17, the County will have paid off its Bankruptcy Recovery Bonds, thus freeing up \$18,000,000.00 per year of General Funds. In addition, while the County does not currently charge arrestees an

administrative booking fee (California Government Code Section 29550.2), a booking fee program could generate \$2,800,000.00 per year if approved by the County Board of Supervisors. These future funding sources have not been committed to other services or projects in the County and further demonstrate Orange County's ability to fund the ongoing operations of this project. A representative ten-year financial plan that identifies anticipated costs and potential funding sources to fully operate the James A. Musick facility within the first 90 days after construction is attached. (*Attachment A-8*)

The functions and responsibilities of project staff and contractors are as follows. The Principal A/E Project Manager is responsible for planning, coordination, documentation, compliance, bidding requirements, design oversight, construction oversight, and all requirements to support regulatory and County requirements. The Senior Project Manager plays a supporting role and back-up role for the Principal A/E Project Manager. The Senior Project Manager is assigned duties and responsibilities by the Principal A/E Project Manager in the same areas of project planning, coordination, documentation, compliance, bidding requirements, design oversight, construction oversight, and all requirements to support regulatory and county requirements. The selected architectural/engineering firm will be responsible for all facets of facility and infrastructure design following Tile 15 and 24 standards and will strive to create operational, functional, and programmatic specifications that will influence and compliment design. Additionally, the architectural/engineering firm will be responsible for the completion of a current needs assessment, the completion of a Master Plan to support short and long term planning and design, site utility and infrastructure design, civil engineering, environmental engineering, testing and inspections, mechanical/electrical/ plumbing design and specifications, schematic facility design, design development, landscape architecture, cost estimating, construction document preparation, support for construction bidding and award of contract

processes, and construction/project management activities. The selected contractor will be responsible for jail construction that meets the specifications of design and Title 15 and 24, California Code of Regulations. Activities include site grading, structural, construction, electrical, plumbing, utility and infrastructure needs, roads and parking lots, mechanical systems, plant systems, security and life/safety equipment, communications, walls and fencing, remote structures, fixed furnishings and equipment installations.

Monitoring and control protocols that will ensure successful project completion include various assignment and contract elements that either have or will be employed during phases of this project. Monitoring and control protocols will occur at various levels of project inception through completion. The executive committee will monitor and receive frequent project status reports from the assigned project managers. Project status will be updated in the scheduling software in order to ensure progress against the defined project schedule. The executive committee will also liaison with CSA, the Orange County Board of Supervisors, other County agencies, and local Cities in support of communications regarding project progress and all reporting requirements. The assigned project managers will monitor architectural/engineering and construction schedules both on-site and in the form of frequent schedule review meetings. Once the construction phase has started, project safety monitors, consisting of deputy sheriffs, will be on site to monitor safety and security while also serving as additional eyes and ears to and for the assigned project managers. Additionally, construction management services will be acquired by the County in support of construction that meets architectural and design compliance with a responsibility to guide the County and eliminate risk through all phases of delivery of the construction project. Each of these measures will help ensure successful project completion during all phases of planning, design, and construction.

SECTION 5: FUNDING PREFERENCES

AB 900 legislation (Chapter 7, Statutes of 2007), Government Code Sections 15820.907(b) and 15820.907(c) require that jail construction funding preference be given to counties that assist the state in citing reentry facilities; and/or assist the state in citing mental health day treatment and crisis care services to parolees; and/or provide a continuum of care to parolees at the conclusion of their period of parole. Applicants may choose to meet any one or more of these funding preferences. Check the boxes for all that apply.

A. REENTRY FACILITY SITING PREFERENCE (300 POINTS)

Counties that agree to assist the state in siting a reentry facility will receive a gradation of points within the 300 point range. A resolution from the County Board of Supervisors must accompany the proposal (see Section 6 for requirements and specified resolution language). Each county participating in a regional state reentry facility siting will be qualified for the preference points afforded for that assistance.

☐ **Yes.** 1. 150 points (minimum) – The County has signed an Agreement to Cooperate with the California Department of Corrections and Rehabilitation and in the Board of Supervisors' resolution, stipulates that a Reentry Planning Team is planned or existing, and is evidenced through providing copies of local meeting/planning documents (i.e., letters providing notification of meeting dates and team membership).

☒ **Yes.** 2. 300 points (maximum) – The identified reentry facility site location(s) is stipulated in the Board of Supervisors' resolution, accompanied by a resolution from the City Council if the site is owned by the city, and includes those components named in number 1 above.

☐ **No.** The county is not applying for jail construction funding preference under this criterion.

B. PAROLEE MENTAL HEALTH SERVICES PREFERENCE (100 POINTS)

Counties that agree to assist the state in siting mental health day treatment and crisis care services to parolees; and/or counties who agree to provide a continuum of care to parolees at the conclusion of their period of parole will receive a gradation of points within the 100 point range. A resolution from the County Board of Supervisors must accompany the proposal (see Section 6 for requirements and specified resolution language).

☐ **Yes.** 1. 50 points (minimum) – The County agrees to assist the state in siting mental health day treatment and crisis care for parolees, and/or the County agrees to provide a continuum of care for mental health and substance abuse treatment so that parolees can continue to receive services at the conclusion of their period of parole.

☐ **Yes.** 2. 100 points (maximum) – The County has identified a physical location at which the mental health day treatment and crisis care services may be provided to parolees; and includes the components of number 1 above.

☒ **No.** The county is not applying for jail construction funding preference under this criterion.

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VI. Board of Supervisors' Resolution (SECTION 6)

Pages to be inserted after Board of Supervisors Approval

VII. Closing Comments

The County of Orange and the Orange County Sheriff-Coroner Department have been adding detention beds and capacity to the OCSD jail system in planned expansions for the past two decades, primarily through the addition of the Intake Release Center and large expansions to the Theo Lacy jail facility. Despite these major construction projects, there is a current shortfall of 1,142 rated beds in the Orange County system today.

After evaluation of a number of development options for the Orange County detention system, Orange County representatives have determined that development of the overall site at the James A. Musick Facility would provide a structured and logical roadmap to meet the detention needs of the County far into the future. The James A. Musick Facility site is located north of the Santa Ana (I-5) freeway, east of the Eastern Transportation Corridor (SR-133), and south of the Foothill Transportation Corridor (SR-241). Major roadways bordering the site include Barranca Parkway to the south, Sand Canyon Avenue to the west, Portola Parkway and Irvine Blvd. to the north, and Alton Parkway to the east. Aerial photos of the site are attached. (*Attachments A-1 and A-2*)

Within that framework, a first phase of construction would provide **1,536 beds** designed to accommodate minimum and medium security classifications of inmates. While the final distribution of inmates assigned to this facility will be driven by actual inmate bookings and housing based in part upon gender and security classification standings, the new construction is anticipated to accommodate longer-term assignments of inmates upon whom intensive rehabilitation programs would be administered, typically pre-sentence or sentenced, who are not otherwise eligible for alternatives to incarceration programs.

The net gain in CSA-rated beds will total **1,536** for this first phase of jail construction. The State's investment versus bed ratio in Orange County (\$100M: 1,536 beds or \$65,104/bed) is far superior to the AB 900 objective investment versus bed ratio (\$750M: 4,000 beds or \$187,500/bed). Based on the proposed bed increase to cost ratio, the County of Orange and the Orange County Sheriff-Coroner Department respectfully request the maximum 200 point evaluation for Net Gain in Beds.

The County of Orange wishes to secure maximum funding of \$100,000,000.00 through the first phase of the Public Safety and Offender Rehabilitation Services Act of 2007. The 2007 Local Jail Construction Funding Program will play a significant funding role for the County of Orange and its plans to design and build a much needed jail facility in the County to address overcrowding of 129% and needs projections of 3,217 additional beds through the year 2011. With land ownership and an EIR in place, a Master Plan for the James A. Musick Facility currently in process, and a demonstrated financial strategy, the County of Orange is in a unique position to execute and deliver on the need for a new County adult detention facility in the State of California within the required timeframe. The County of Orange has also demonstrated in this Request for Proposal that they are committed to funding, resources and staffing for the proposed jail facility. This project would provide a maximum benefit for every dollar of State contribution. Based on cash match funding of \$125,800,000.00, the County of Orange and the Orange County Sheriff-Coroner Department respectfully requests the maximum 25 point evaluation for Cash Match and the maximum 150 point evaluation for Cost Effectiveness based on the addition of 1,536 CSA-rated beds.

The County of Orange is also seeking funding preferences for siting reentry within the County. On October 2, 2007, the County of Orange Board of Supervisors approved a resolution to cooperate with CDCR. (*Attachment A-7*) Additionally, the County of Orange has identified a siting location for State reentry at the Theo Lacy jail facility. The Theo Lacy jail facility is owned by the County of Orange and is an operating County jail facility. Specific housing within this jail facility has been identified for reentry and programs assisting the State with reentry. This reentry setting contributes to the direction and foundation for development of appropriate programs and training designed to assist with community reintegration and reentry in Orange County. As a result of this reentry cooperation and specific facility siting, the County of Orange and the Orange County Sheriff-Coroner Department respectfully request the maximum 300 point evaluation for Reentry Facility Siting Preference.

The County of Orange and the Orange County Sheriff-Coroner Department look forward to the Corrections Standards Authority and Executive Steering Committee's selection of the James A. Musick Facility for conditional award and final certification for AB 900 funding. It is also the intent of the County of Orange and the Orange County Sheriff-Coroner Department to participate in second phase funding as it becomes available for jail construction in California. It is also anticipated that the County of Orange may expand the construction of this facility in support of future jail needs in the County; therefore the footprint for this facility design includes expectations for future expansion. In the event this funding request is granted and the facility is completed, the County may request authority to commence with a second phase of expansion before the State officially vests the facility back to the County of Orange. This will allow for integrated facility planning and design that support the County's longer term growth for the James A. Musick Facility.

This project will provide a maximum benefit for every dollar of State contribution, yielding a significant quantity of new rated beds for the investment. The County and the State will benefit through needed adult detention capacity, while reentry sets the foundation for programs and training designed to assist in community reintegration and reentry in Orange County, with a goal of lowering recidivism.

VIII. Source Listing

California Commercial Appraisers. "Appraisal for property at 13502 Musick Road".

Carter Coble Lee. "2008 Orange County Jail Needs Assessment".

Culbertson, Adams & Associates Inc. August 1996. "Environmental Impact Report #564".

County of Orange 2007 Strategic Financial Plan

Orange County Government Online. "Board of Supervisors". www.ocgov.com

Orange County Superior Court, Collaborative Courts Unit 2006 Annual Report

IX. Appendices and Information

Arial photos showing the James A. Musick site (Attachments A-1, A-2)

General site plan for new facility construction (Attachment A-3)

Fair market land appraisal (Attachment A-4)

Project timetable (Attachment A-5)

Letter of cooperation from IWMD Director Jan Goss (Attachment A-6)

Board of Supervisors resolution of Agreement to Cooperate with CDCR (Attachment A-7)

10-year jail funding plan (Attachment A-8)

Executive Committee members and meeting agendas (Attachment A-9)

Attachment A-1

Ariel View #1 (East)
James A. Musick Site



Ariel View #2 (North)
James A. Musick Site



Ariel View #3 (South)
James A. Musick Site



Ariel View #4 (West)
James A. Musick Site



See Next Page



Phase 1

See Next Page

California
CommercialAppraisers
Fair Assessments by Independent Professionals

February 15, 2008

Mr. Barry Permenter
Sheriff Financial/ Real Property Services
320 North Flower Street
Santa Ana, California 92703

Re: The James A. Musick Facility
13502 Musick Road
Irvine, California 92618

Dear Mr. Permenter,

Pursuant to your request we have prepared an appraisal of the above referenced property. We have carried out a visual inspection of the subject and the comparables and conducted research as requested in the appraisal order from your department.

It is our understanding that the purpose of the appraisal is to provide a value for the subject as one vacant parcel and that the present improvements are not to be considered in the valuation. It is our understanding that you wish the report to be a Summary Narrative Report. This report requires that the appraisers utilize both *Extraordinary Assumptions* and *Hypothetical Conditions* in order to arrive at a value conclusion. This report has been prepared in accordance with the Uniform Standards of Professional Appraisal Practice (USPAP) and applicable state and federal appraisal regulations.

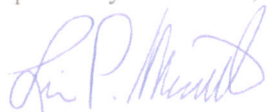
The aforementioned report details the scope of our appraisal, Hypothetical Conditions, Extraordinary Assumptions, valuation methodology, and pertinent data researched and analyzed in the development of this appraisal.

We certify that we have no present or contemplated future interest in the property beyond this estimate of value. Your attention is directed to the Limiting Conditions and Assumptions, located on page 15. Acceptance of this report constitutes an agreement with these conditions and assumptions.


In our opinion, the market value of the subject property as of February 13, 2008 is:

One Hundred Nine Million Dollars \$109,000,000.00; which is approximately One million one hundred thousand dollars, \$1,100,000.00 (rounded per acre)

Respectfully submitted,



Levin P. Messick, IFAC
CA AG09124



Larry A. Bivens, Jr.
CA AR 026301

PROJECT TIMETABLE

<i>KEY EVENTS</i>	<i>START DATES</i>	<i>COMPLETION DATES</i>	<i>COMMENTS</i>
NEEDS ASSESSMENT	1/15/08	2/15/08	1 Month
MASTER PLAN	1/15/08	5/31/08	4.5 Months
SCHEMATIC DESIGN WITH OPERATIONAL PROGRAM STATEMENT 1. Schematic design - 3 months 2. QC / Revisions - 1 month 3. Approvals -1month	6/02/08	11/02/08	5 Months
DESIGN DEVELOPMENT WITH STAFFING PLAN 1. Design Development - 4 months 2. QC/Revisions – 1month 3. Approvals – 1month	11/02/08	5/02/09	6 Months
STAFFING/OPERATING COSTS ANALYSIS	5/02/09	8/02/09	3 Months concurrent with Construction Documents
CONSTRUCTION DOCUMENTS 1. Construction documents – 6 months 2. QC/Revisions – 1 month 3. Code and building approvals -3 months 4. BOS approval to advertise concurrent with last month of item # 3	5/02/09	3/02/10	10 Months
CONSTRUCTION BIDS Advertise, Bid & Award – 4 months	3/02/10	7/02/10	4 Months
NOTICE TO PROCEED	7/02/10	8/02/10	1 Month
CONSTRUCTION 1. Construction - 30 Months 2. Commissioning – 4 Months 3. Punch – 2 months	8/02/10	8/02/13	36 Months
OCCUPANCY	8/02/13	11/02/13	3 Months

See Next Page



COUNTY OF ORANGE
INTEGRATED WASTE MANAGEMENT DEPARTMENT

Janice V. Goss, Director
320 N. Flower Street, Suite 400
Santa Ana, CA 92703

www.oclandfills.com
Telephone: (714) 834-4000
Fax: (714) 834-4183

January 16, 2008

Robert Beaver, Director
Research & Development Division
Orange County Sheriff-Coroner Department
431 The City Drive South
Orange, CA 92868

Subject: Conversion Technology Facility for the James A. Musick Expansion Project

Dear Mr. Beaver:

The Integrated Waste Management Department (IWMD) is enthusiastic about the prospect of incorporating conversion technology for waste management into the James A. Musick Expansion Project scope of work. We believe that the expansion of the Musick facility presents a unique opportunity to utilize the solid waste generated on site as feedstock for a plant to produce energy to operate the facility.

Conversion technologies (CT) are an array of emerging technologies capable of converting post-recycling residual solid waste into useful products and chemicals, green fuels, and clean, renewable energy. We believe such a program would be sustainable, environmentally and economically sound, and offers the following community benefits:

- Ability to manage the facility's excess organic wastes
- Ability to recover materials not feasibly recyclable for beneficial use
- Ability to locally produce renewable energy and green fuels
- Reduces pollution and environmental impacts
- Reduces greenhouse gas (GHG) emissions
- Reduces dependence on landfills
- Promotes energy independence from foreign oil

Facilities vary technology to technology, feedstock to feedstock and vendor to vendor. In order to determine the appropriate CT for the Musick waste stream, IWMD is prepared to partner with you to conduct a feasibility study, an engineering study and vendor selection. We are also able to actively participate with you in environmental studies, and community outreach and education. As the project progresses, other opportunities for our assistance may emerge.

Our mission at IWMD is to meet the waste disposal needs of Orange County through efficient operations, sound environmental practices, strategic planning, innovation and technology. Working with the Orange County Sheriff-Coroner Department on the Musick Expansion Project is consistent with our vision and mission. We are eager to participate in the feasibility, development, and funding of a CT facility in Orange County.

Please don't hesitate to call me should you have any questions or need additional information.

Sincerely,

Janice V. Goss
Director, IWMD

See Next Pages

ORANGE COUNTY BOARD OF SUPERVISORS

MINUTE ORDER

October 02, 2007

Submitting Agency/Department: Sheriff-Coroner

Approve agreement of cooperation with State Department of Corrections and Rehabilitation for secure re-entry facility - All Districts

The following is action taken by the Board of Supervisors:

APPROVED AS RECOMMENDED ☒ OTHER ☐

Unanimous ☒ (1) NGUYEN: Y (2) MOORLACH: Y (3) CAMPBELL: Y (4) NORBY: Y (5) BATES: Y

Vote Key: Y=Yes; N=No; A=Abstain; X=Excused; B.O.=Board Order

Documents accompanying this matter:

- ☐ Resolution(s)
- ☐ Ordinances(s)
- ☐ Contract(s)

Item No. 8

Special Notes:

Copies sent to:

CEO

Sheriff-Coroner – Kathy Douglas

10/11/07



I certify that the foregoing is a true and correct copy of the Minute Order adopted by the Board of Supervisors, Orange County, State of California.
DARLENE J. BLOOM, Clerk of the Board

By: [Signature]
Deputy

1



Agenda Item

AGENDA STAFF REPORT

ASR Control 07-001995

231

MEETING DATE: 10/02/07
LEGAL ENTITY TAKING ACTION: Board of Supervisors
BOARD OF SUPERVISORS DISTRICT(S): All Districts
SUBMITTING AGENCY/DEPARTMENT: Sheriff-Coroner (Approved)
DEPARTMENT CONTACT PERSON(S): Assistant Sheriff Charles Walters (714) 647-1815
Sharron Gibson (714) 939-4848

SUBJECT: Agreement with California Dept. Corrections & Rehabilitation

CEO CONCUR
Concur

COUNTY COUNSEL REVIEW
Approval Not Required

CLERK OF THE BOARD
Consent Calendar
3 Votes Board Majority

Budgeted: N/A

Current Year Cost: N/A

Annual Cost: N/A

Staffing Impact: No

of Positions:

Sole Source: N/A

Current Fiscal Year Revenue: N/A

Funding Source: N/A

Prior Board Action: N/A

RECOMMENDED ACTION(S)

Approve and authorize execution of the Agreement of Cooperation between the California Department of Corrections and Rehabilitation and the County of Orange regarding placement of a secure reentry facility within Orange County.

SUMMARY:

The Sheriff-Coroner requests approval of the Agreement of Cooperation between the California Department of Corrections and Rehabilitation and the County of Orange regarding placement of a secure reentry facility within Orange County.

BACKGROUND INFORMATION:

Assembly Bill 900, the Public Safety and Offender Rehabilitation Services Act of 2007, provides multiple strategies for addressing the critical overcrowding of the State's prison system and local counties' jail systems. At the local level, AB 900 provides State funding for local jail construction. At the State level, AB 900 provides funding to expand State prison facilities and to create secure facilities throughout the State that focus on providing educational, life skills, vocational, and substance abuse programs ("reentry programs") to State inmates before they are released back into our community.

AB 900 authorizes the California Department of Corrections and Rehabilitation (CDCR) to partner with counties to construct local secure facilities that would provide comprehensive parolee reentry programs, in order to reduce crime and combat the effects of recidivism. AB 900 states that counties that assist the State in identifying a site or sites for reentry facilities will receive priority for State funds for county jail construction.

Orange County is the place of last residence for 9,069 inmates in CDCR prisons and 7,917 parolees under the jurisdiction of CDCR currently live in Orange County. According to the CDCR, approximately 15% of County offenders commit new crimes within a year of their release and are returned to state prison on new sentences. 47% of parolees have their paroles revoked during the first year of parole. These people pass through Orange County jails and contribute to jail overcrowding. Providing reentry programs in Orange County to State parolees will reduce crime and reduce jail overcrowding.

The State has developed a standard agreement to indicate the County's willingness to work with CDCR in locating such a facility in Orange County. This agreement will assist the State in demonstrating to the Federal Court that the State is making progress in addressing the critical overcrowding of the State prison system. The agreement does not impose legal obligations on either party. Instead, it demonstrates the County's commitment to work cooperatively with the CDCR to jointly plan secure reentry facilities. The CDCR will be responsible for securing funding for the planning, design, construction, and operation of the facility, plus resources for enhanced state supervision of parolees in the County.

The Sheriff requests Board approval of the attached agreement.

FINANCIAL IMPACT:

N/A

STAFFING IMPACT:

N/A

EXHIBIT(S):

Agreement of Cooperation

See Next Page

James A. Musick Expansion 10 Year Funding Plan

		Mid-Year Start Design	Mid-Year Start Construction	Mid-Year Start Construction	Beginning Yr End Construction						
	See Note	FY 08-09	FY 09-10	FY 10-11	FY 11-12	FY 12-13	FY 13-14	FY 14-15	FY 15-16	FY 16-17	FY 17-18
Projected Costs:											
Design Encumbrance		16,500,000									
Construction/Proj Mgmt Enc				250,000,000							
Construction Debt Service							9,000,000	9,000,000	9,000,000	9,000,000	9,000,000
Start-Up Costs	1						5,000,000				
Operating Costs							20,000,000	21,000,000	22,050,000	23,152,500	24,310,125
Total Costs		16,500,000	0	250,000,000	0	0	34,000,000	30,000,000	31,050,000	32,152,500	33,310,125
Proposed Funding Plan: (Design, Const, Operations)											
Surplus Carry Forward from Prior Year											
One-Time Gen Fund	2	0	2,800,000	5,600,000	8,400,000	13,200,000	18,100,000	20,405,000	18,020,250	1,201,263	1,401,326
14Q Laundry Funds	3	8,800,000					8,800,000				
State Bond Funds		7,700,000		100,000,000							
County Financing				150,000,000							
Planned Debt Service (Gen Fund)	4						22,500,000	22,500,000	9,000,000	9,000,000	9,000,000
General Fund (Bankruptcy Debt)	5									18,000,000	18,000,000
New Booking Fee on Inmates		2,800,000	2,800,000	2,800,000	2,800,000	2,800,000	2,800,000	2,800,000	2,800,000	2,800,000	2,800,000
General Fund/Other	6				2,000,000	2,100,000	2,205,000	2,315,250	2,431,013	2,552,563	2,680,191
Total Funding		19,300,000	5,600,000	258,400,000	13,200,000	18,100,000	54,405,000	48,020,250	32,251,263	33,553,826	33,881,517
Net Surplus/(Shortfall)	7	2,800,000	5,600,000	8,400,000	13,200,000	18,100,000	20,405,000	18,020,250	1,201,263	1,401,326	571,392
Notes:											
1. Assume 5% annual increase.											
2. \$17.6 mil included in 2007 Strategic Financial Plan.											
3. \$7.7 mil included in 2007 Strategic Financial Plan.											
4. Strat Fin Plan recommended \$9 mil/yr beginning FY 10-11. Reserve \$9 mil/yr from FY 10-11 thru FY 12-13 for operating costs and debt service in FY 13-14 (\$13.5 mil) and FY 14-15 (\$13.5 mil).											
5. Bankruptcy debt paid off in FY 15-16. Annual Gen Fund savings is \$18 mil per year beginning FY 16-17.											
6. Additional General Fundor other funding source requirement. Assume 5% annual increase											
7. Total Funding minus Total Costs. Demonstrates ability to accumulate funds to cover operating costs until bankruptcy debt is paid off in FY 16-17.											
2-27-08											
Musick, Operating Cost Funding Plan, 5											

See Next Pages

ORANGE COUNTY SHERIFF'S DEPARTMENT
Santa Ana, California



TO: Musick Executive Committee
FROM: Robert Beaver
DATE: December 21, 2007
RE: Musick Executive Committee Actions

The James A. Musick jail construction project should prove to be very exciting, challenging and rewarding for the County of Orange and the Orange County Sheriff-Coroner Department. In order to effectively coordinate this project, an Executive Committee has been established that will be responsible for evaluating input from a number of different groups, making functional and operational decisions, and giving direction to working groups and project managers. The Executive Committee is made up of the following individuals.

Charles Walters, OCSD

714-647-1815 cwalters@ocsd.org

Rick Dostal, OCSD

714-834-6680 rdostal@ocsd.org

Sharon Gibson Casler, OCSD

714-939-4848 sgibson@ocsd.org

Jay LeFlore, OCSD

949-855-2613 jleflore@ocsd.org

Frank Madrigal, HCA

(714) 524-5943 fmadriga@pacbell.net

Brian Wayt, County Executive Office

714-834-4104 brian.wayt@ocgov.com

Robert Beaver, OCSD

714-935-8431 rbeaver@ocsd.org

I would like to schedule a kick-off meeting on Friday January 4, 2008 at 2:00pm. At this time, we will discuss Executive Committee roles and responsibilities, working groups, key schedule items, and jail visits for and by this committee.

I look forward to working with each of you on this project.

Robert Beaver

ORANGE COUNTY SHERIFF'S DEPARTMENT
Santa Ana, California



TO: Musick Executive Committee
FROM: Robert Beaver
DATE: January 22, 2008
RE: Musick Executive Committee Change

Effective immediately, the CEO's office has assigned a new Executive Committee member to replace Brian Wayt. Please welcome Michelle Aguirre to our committee.

The complete list of committee members and their respective contact information is as follows:

Charles Walters, OCSD

714-647-1815 cwalters@ocsd.org

Rick Dostal, OCSD

714-834-6680 rdostal@ocsd.org

Sharon Gibson Casler, OCSD

714-939-4848 sgibson@ocsd.org

Jay LeFlore, OCSD

949-855-2613 jleflore@ocsd.org

Frank Madrigal, HCA

(714) 524-5943 fmadriga@pacbell.net

Michelle Aguirre, County Executive Office

714-834-4104 michelle.aguirre@hoa.ocgov.com

Robert Beaver, OCSD

714-935-8431 rbeaver@ocsd.org

Please note that Frank Kim from the CEO's office will also attend meetings when available.

Thank you.

ORANGE COUNTY SHERIFF'S DEPARTMENT
Santa Ana, California



TO: Musick Executive Committee
FROM: Robert Beaver
DATE: January 28, 2008
RE: Musick Executive Committee -Revision

Michelle's phone number has been changed to reflect her correct number.

Charles Walters, OCSD

714-647-1815 cwalters@ocsd.org

Rick Dostal, OCSD

714-834-6680 rdostal@ocsd.org

Sharon Gibson Casler, OCSD

714-939-4848 sgibson@ocsd.org

Jay LeFlore, OCSD

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Frank Madrigal, HCA

(714) 524-5943 fmadriga@pacbell.net

Michelle Aguirre, County Executive Office

714-834-3381 michelle.aguirre@hoa.ocgov.com

Robert Beaver, OCSD

714-935-8431 rbeaver@ocsd.org

Thank you.

ORANGE COUNTY SHERIFF'S DEPARTMENT
Santa Ana, California



TO: Musick Executive Committee
FROM: Robert Beaver
DATE: January 4, 2008
RE: Executive Committee Kick-Off Meeting Agenda

Executive Committee Responsibilities:

1. Decisions on facility, operations, and program design. (Primary decision-making body).
2. Decisions in support of AB 900 funding.
3. Define work groups, activities, help assign personnel, and provide direction.
4. Review and approve work group suggestions.
5. Review and approve other agency suggestions and/or proposals.
6. Direct communications to other agencies, County representatives, and City representatives.

Executive Committee Schedule Commitments:

1. Jail visits in early February (3-8) or late January (27- Feb. 1). Dates and selected sites require committee approval:

Orient & Falkenburg Road Jails, Tampa FL Gwinnett County Jail, Lawrenceburg GA Lexington Fayette Detention Center, Lexington KY	Montgomery County Jail, Rockville MD Pima County Jail, Tucson AZ
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2. Initial meeting with A/E firm (DMJM) regarding direction and process. (Schedule after BOS award)
3. Scheduled meetings to brainstorm, review proposals and suggestions, monitor status, provide support for work groups and project managers, and review A/E issues with DMJM.
4. Participate and assist A/E firm to identify and execute interviews for key personnel. (See Pg. 2)

Executive Committee Task list 1/4/08:

1. Verify travel dates for jail visits.
 - a. Discuss travel arrangements

2. Verify selected jail sites that have been identified by DMJM.
 - a. Once confirmed, DMJM will begin making visit and tour arrangements.
3. Create a meeting calendar for the executive committee.
4. Review work groups and identify changes, additions, or omissions. (See Pg. 3)
 - a. Discuss and identify work group leaders and work group members.
5. Identify candidates for "top-down" interviews with the A/E by interview item.
6. A brief review of AB 900 RFP and related data collection.
 - a. Discuss Funding Preferences (Section 5 of RFP)
7. Discuss current issues, communications, proposals relating to other agencies, County, and neighboring cities.
 - a. Lake Forest meeting requests
 - b. IWMD waste proposal
 - c. Probation submittal

Top-down interviews by the A/E for the following areas:

- Administration
- Training (academy, continuing, physical, special)
- Security administration
- Classification
- Medical Services (including Dental)
- Mental Health Services
- Food Services
- Laundry Services
- Visiting
- Academic Programs
- Vocational Programs
- Religious
- Recreational
- Other programs (treatment and support groups)
- Warehouse / dock / supplies
- Mail (USPS, internal, other)
- Maintenance
- Janitorial
- Other services

Top-down interviews by the A/E. [Modified list with assignments:](#)

- Administration – Chief Walters
- Training (academy, continuing, physical, special) - Jay
- Security administration - Jay
- Classification - Jay
- Medical Services (including Dental) - Frank
- Mental Health Services - Frank
- Food Services - Sharron
- Laundry Services – Sharron & Jay
- Visiting - Jay
- Academic Programs - Sharron
- Vocational Programs - Sharron
- Religious - Sharron
- Recreational - Sharron & Jay
- Other programs (treatment and support groups) - Sharron
- Warehouse / dock / supplies - Sharron & Jay
- Mail (USPS, internal, other) - Sharron & Jay
- Maintenance - Robert
- Janitorial - Jay
- Other services –
- Booking – Jay & Frank
- Telephones – Sharron & Jay
- Arraignment (Video & video visiting) – Jay

ORANGE COUNTY SHERIFF'S DEPARTMENT
Santa Ana, California



TO: Musick Executive Committee
FROM: Robert Beaver
DATE: January 10, 2008
RE: Executive Committee Meeting Agenda

Executive Committee Task list 1/10/08:

1. Robert to share information about the CSA bidder's conference.
2. Review jail visit locations based on last meeting discussions:
 - a. King County facility and others submitted by DMJM
 - b. State of the art booking facilities
 - c. State of the art medical facilities
3. Discuss State reentry option using the Theo Lacy barrack.
 - a. CSA feedback on full funding contingency - Robert
 - b. Theo Lacy encumbrance – Brian
 - c. Discuss reentry option with County Counsel – Rick & Robert
 - d. Viability and effectiveness for the department – Chief Walters
4. HCA buy-in on parolee mental health services – Frank
5. Discuss RFP requirements
 - a. Demonstrate the financial capacity and ability to staff the facility within 90 days.
 - b. Detention alternatives
6. Updated top-down interviews (Pg. 2)
7. Updates work groups (Pg. 3)

Working Groups – Modified list:

Work groups will set the stage for operations/program designs for the respective areas noted, and will liaise with the A/E in support of planning and design.

- Security operations work group, covering:
 - INTAKE / TRANSFER / RELEASE
 - CLASSIFICATION
 - TRANSPORT
 - FAMILY/PROFESSIONAL VISITATION
 - CENTRAL VIDEO VISITATION
 - SATELLITE COURTS
 - VIDEO ARRAIGNMENT OR ON-SITE ARRAIGNMENT
- Housing work group, comprised of security, classification and upper-level Sheriff's office personnel, covering:
 - LOW CUSTODY GP HOUSING
 - MEDIUM CUSTODY GP HOUSING (IF / AS REQUIRED)
 - DISCIPLINARY/ADMIN. CONFINEMENT HSG.
 - TRANSITIONAL HOUSING
 - WORK RELEASE HOUSING
 - OTHER / SPECIAL CLASSIFICATION HOUSING;
- Inmate Programs work group, comprised of Sr. OCSD leadership responsible for standard and extended programs. Our specialized consultants would probably work with this group in coordination of ideas and estimated "slots" and program loads, covering:
 - ACADEMIC
 - RELIGIOUS
 - RECREATIONAL
 - VOCATIONAL
 - JAIL INDUSTRIES
 - OTHER (RE-ENTRY ACTIVITIES, SUPPORT PROGRAMS, TRANSITIONAL PROGRAMS, OTHERS);
- Inmate services work group, which would focus on Medical, Mental Health, and other services, covering:
 - HEALTH CARE SERVICES
 - MENTAL HEALTH / COUNSELING
 - FOOD SERVICE
 - LAUNDRY
 - MAIL
 - COMMISSARY
 - INMATE TELEPHONES
- Administration and Support Services group, which would focus on administrative needs, HR, training, maintenance, housekeeping, supplies / warehouse and the host of other things needed to keep the system operational and efficient, covering:
 - ADMINISTRATION
 - TRAINING
 - WAREHOUSE
 - MAINTENANCE
 - JANITORIAL
 - CENTRAL PLANT
 - SITE / PARKING

Working Groups:

Work groups will set the stage for operations/program designs for the respective areas noted, and will liaise with the A/E in support of planning and design.

- Security operations work group, covering:
 - INTAKE / TRANSFER / RELEASE
 - CLASSIFICATION
 - TRANSPORT
 - FAMILY/PROFESSIONAL VISITATION
 - CENTRAL VIDEO VISITATION
 - SATELLITE COURTS
- Housing work group, comprised of security, classification and upper-level Sheriff's office personnel, covering:
 - LOW CUSTODY GP HOUSING
 - MEDIUM CUSTODY GP HOUSING (IF / AS REQUIRED)
 - HIGH SECURITY HOUSING (IF / AS REQUIRED)
 - DISCIPLINARY/ADMIN. CONFINEMENT HSG.
 - TRANSITIONAL HOUSING
 - WORK RELEASE HOUSING
 - OTHER / SPECIAL CLASSIFICATION HOUSING;
- Inmate Programs work group, comprised of Sr. OCSD leadership responsible for standard and extended programs. Our specialized consultants would probably work with this group in coordination of ideas and estimated "slots" and program loads, covering:
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 - JAIL INDUSTRIES
 - OTHER (RE-ENTRY ACTIVITIES, SUPPORT PROGRAMS, TRANSITIONAL PROGRAMS, OTHERS);
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 - COMMISSARY
- Administration and Support Services group, which would focus on administrative needs, HR, training, maintenance, housekeeping, supplies / warehouse and the host of other things needed to keep the system operational and efficient, covering:
 - ADMINISTRATION
 - TRAINING
 - WAREHOUSE
 - MAINTENANCE
 - JANITORIAL
 - CENTRAL PLANT
 - SITE / PARKING

ORANGE COUNTY SHERIFF'S DEPARTMENT
Santa Ana, California



TO: Musick Executive Committee
FROM: Robert Beaver
DATE: January 18, 2008
RE: Executive Committee Meeting Agenda-Revised

Executive Committee Task list 1/18/08: (Revised)

1. State reentry discussion with State of CA Dwight Weathers:
 - a. Determine which design plan we will suggest and the respective acreage required.
 - b. Discuss how State reentry coincides with the 2007 County Strategic Priorities #7 and #8
#7 : Adult Re-Entry Program – Probation Department
#8 : Inmate Re-Entry Plan – Sheriff-Coroner Department
2. BOS meetings to discuss key facets of RFP and required resolution matters.
 - a. Identify key facility features/components
3. Committee kick-off meeting with DMJM - Schedule
4. Follow up items:
 - a. County counsel discussion – Rick & Robert
 - b. Theo Lacy Encumbrances – Brian
 - c. James A Musick land encumbrances - Brian
 - d. Reentry concept approval by department – Chief Walters
 - e. Section 5 (RFP) write up – Frank
 - f. Section 4 (RFP) detention alternatives to support write up - Sharron & Chief Walters
 - g. Write up - Demonstrate the financial capacity and ability to staff the facility within 90 days – Rick & Brian
5. Top down Interview schedule
 - a. Need to finalize list with contact information (phone & e-mail)
 - b. Next two weeks, Wednesdays through Fridays.

Discussion/Review Items:

1. Current jail tour participant list:

County
Chief Walters
Capt. Jay LeFlore
Sharron Gibson Casler
Robert Beaver
Frank Madrigal
Tom Davis
Grace Felix
Lt. Mike Krueger

DMJM
Mike Griebel
Henry Pittner
Mike Frawley
Andy Cupples
Hugh Lester (not confirmed)
Gregg Williams (Pima)
Mike Retford (Salt Lake)

1. DMJM is updating the facility profiles to support our selected sites.
 2. A facility write up for each facility has been suggested.
 3. ID and information items for clearance requirements.
2. IWMD items
- Letter of cooperation that will be included in the RFP.
 - Coordinating with CEO to communicate IWMD's intent to the Board.
3. Needs assessment
- Does this need to be discussed or shared with the neighboring cities and/or the public in interim phases of development?

ORANGE COUNTY SHERIFF'S DEPARTMENT
Santa Ana, California



TO: Musick Executive Committee
FROM: Robert Beaver
DATE: January 31, 2008
RE: Executive Committee Meeting Agenda

Executive Committee Task list 1/18/08:

1. State reentry options
 - a. Other County options
2. Travel
 - a. Security forms
 - b. Airport transportation Sunday and Friday
 - c. Luggage
 - d. Hotel charges
3. Top down interview status
4. Follow up items:
 - a. Write up - Demonstrate the financial capacity and ability to staff the facility within 90 days – Rick & Michelle

ORANGE COUNTY SHERIFF'S DEPARTMENT
Santa Ana, California



TO: Musick Executive Committee
FROM: Robert Beaver
DATE: January 31, 2008
RE: Executive Committee Meeting Agenda - Revised

Executive Committee Task list 1/31/08: (Revised)

1. State reentry options
 - a. Other County options
2. Travel
 - a. Security forms
 - b. Airport transportation Sunday and Friday
 - c. Luggage
 - d. Hotel charges
3. Top down interview status
4. Follow up items:
 - a. Write up - Demonstrate the financial capacity and ability to staff the facility within 90 days – Rick & Michelle
5. Musick land appraisal status
6. Discuss whether or not the RFP should be part of the ASR
7. Webinar Monday 10:30 – 11:30am.